
Part I
Fallbrook Community Plan
San Diego County General Plan

Adopted
December 31, 1974
GPA 74 - 02
Amended
June 1, 1988
GPA 88 - 01

Chapter 1 - Fallbrook Goals 1
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CERTIFICATE OF ADOPTION

I hereby certify that this Plan, consisting of two maps and this text, as revised by General Plan Amendment (GPA) 88-01, Item 5, is the Fallbrook Community Plan and it is a part of the Land Use Element, Section II, Part I, of the San Diego County General Plan, and that it was approved by the San Diego County Planning Commission on the 11th day of March, 1988.


Abel Montelongo Commission Chair

Attest: 
Ray Silver Commission Secretary

I hereby certify that this Plan, consisting of two maps and this text, as revised by General Plan Amendment (GPA) 88-01, Item 5, is the Fallbrook Community Plan and is a part of the Land Use Element, Section II, Part I, of the San Diego County General Plan, and that it was amended by the San Diego County Board of Supervisors on the 1st day of June 1988.


George F. Bailey Board Chair

Attest: 
Kathryn A. Nelson Clerk of the Board

A history of the amendments to this Plan is available at the Department of Planning and Land Use.

Adopted December 31, 1974
Thirteenth Amendment, June 1, 1988, GPA 88-01

FALLBROOK GOALS

A. GENERAL GOAL

Preserve Fallbrook's Good Living Environment

Because:

- 1) Fallbrook currently has a unique village atmosphere characterized by predominantly low density residential development and agricultural uses, and
- 2) Fallbrook is expected to grow from its present population of approximately 26,000 to approximately 34,368 persons by the year 1995,

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO PERPETUATE THE EXISTING RURAL CHARM AND VILLAGE ATMOSPHERE WHILE ACCOMMODATING GROWTH IN SUCH A MANNER THAT IT WILL COMPLEMENT THE ENVIRONMENT OF FALLBROOK.

B. RESIDENTIAL GOAL

Because:

- 1) Shelter is a very basic need, and
- 2) A diversity of different housing types are desired by the population and add variety to the community.

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO PROVIDE THE ENABLING REGULATIONS NECESSARY TO PERMIT A VARIETY OF HOUSING TYPES TO ACCOMMODATE THE FORECAST POPULATION INCREASE WHILE RETAINING THE RUSTIC CHARM OF THE PRESENT LIVING ENVIRONMENT:

Residential Policies

1. The present "towncenter" location should be maintained, and higher density residential uses, such as garden apartments and townhouses, when allowed should be located within the towncenter area.
2. The use of open space, architecture and building materials which are in harmony with the natural environment, and maintain and promote the intimate personal scale of the village and its character and warmth should be encouraged.

3. Grading, for residential development, should not unduly disrupt the natural terrain, or cause problems associated with runoff, drainage, erosion or siltation.
4. The preservation of the existing supply of affordable housing should be encouraged and when new developments propose the demolition of low cost housing units (especially mobilehomes) and effort should be made to assure that suitable equivalent replacement units are available.
5. Country estates which combine residential and light agricultural uses, especially groves, should be encouraged.
6. Planned developments which are sensitive to topographical restraints, and permit a more creative or imaginative development design than is generally possible through standard subdivisions should be encouraged.
7. The provision of housing for low or moderate income senior citizens should be encouraged provided that the density and character of the development is compatible with the adjacent neighborhood's character, and further provided that the project is located within the towncenter where facilities to serve the development will be available.
8. No lot created by means of clustering in the EDA shall be less than one gross acre in size.
9. Subdivisions requiring sewers shall not be approved in the CRDA or EDA

C. BUSINESS GOAL

Promote orderly growth of business and professional services;

Because commercial activities are of vital importance to Fallbrook because they supply residents and visitors with indispensable goods;

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO ENCOURAGE THE ESTABLISHMENT OF AN ATMOSPHERE FOR FREE ENTERPRISE, ORDERLY GROWTH OF BUSINESS AND PROFESSIONAL SERVICES; AND OPTIMIZE CONVENIENCE FOR LOCAL SHOPPING NEEDS.

Business Policies

1. Business sites should be of adequate size to provide sufficient off-street parking, landscaping, and room for expansion.
2. The County should encourage the centralization of business areas and discourage "strip" commercial development.
3. Commercial development should not be allowed to interfere either functionally or visually with adjacent non-commercial land uses.

4. The County should encourage landscaping in the design of commercial centers to soften structure and parking area impacts.
5. Overall attractiveness of structures should be encouraged while stressing the "village style" of architectural design.
6. Areas designated for commercial development should be protected from encroachment by incompatible non-commercial uses.
7. Development standards should be established which include underground utilities, landscaping requirements, and sign control.

D. INDUSTRIAL GOAL

Fallbrook does not lend itself to large general industrial development due to large acreage, transportation and utility requirements. Also, the major goal of keeping this area as rural as possible is not compatible with increased industrial zoning.

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO LIMIT FUTURE INDUSTRIAL DEVELOPMENT TO THOSE AREAS ALREADY DESIGNATED FOR INDUSTRY AND TO KEEP THE DEVELOPMENT OF THIS LAND TO INDUSTRIES WHICH SERVE THE COMMUNITY AND ARE COMPATIBLE WITH THE COMMUNITY'S GENERAL GOAL OF PRESERVING RURAL CHARM AND VILLAGE ATMOSPHERE.

Industrial Policies:

1. Discourage the establishment of heavy or "obnoxious" industries which create noise, dirt, air pollution or create congestion.
2. Areas within industrial sites should have underground utilities, comprehensive sign control, adequate waste disposal, paved streets, off-street parking for employees, and exterior architectural control.

E. SCHOOLS AND EDUCATION GOAL

Because a fundamental element necessary for the ultimate realization of the overall goal is education;

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO ENCOURAGE A CONTINUING HIGH LEVEL OF PUBLIC AND PRIVATE EDUCATION OPPORTUNITIES AND PHYSICAL SCHOOL FACILITIES IN THE FALLBROOK AREA SO THAT EVERY INDIVIDUAL, FROM THE PRE-SCHOOLER TO THE ADULT RETIREE, CAN REALIZE THEIR FULL POTENTIAL.

Schools and Education Policies

1. School sites should be selected and acquired early enough to ensure a reasonable cost to the public.
2. The size of school sites should be adequate to serve the needs of the community and should be located to permit safe direct access for the maximum number of students.
3. Safe walkways which serve the purpose of providing access as well as serving as bus stops should be provided to compliment school sites.

F. FLOODPLAIN AND OPEN SPACE GOAL

Preserve Natural Creek Channels

Because:

Preservation of areas in open space that are recognized as, valuable for conservation of resources, open space type recreation, safety purposes, inappropriate for urbanization or required as buffers for urban development will also enhance physical, mental and spiritual well-being by providing opportunities for outdoor recreation and appreciation.

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO ENCOURAGE PRESERVATION, AS PERMANENT OPEN SPACE AREAS UNSUITABLE FOR INTENSE DEVELOPMENT.

Open Space and Floodplain Policies

1. Floodplains and natural stream courses should be preserved in permanent open space and uses limited to recreational or light agricultural uses.
2. The construction of concrete lined flood control channels should be allowed only where such channels are necessary because of existing improvements which block flood flow and make channelization mandatory.

G. PUBLIC UTILITIES AND COMMUNITY FACILITIES

Provide adequate and equitable financed public services and facilities.

Because the demands made by a growing population can only be met through careful planning and management of public utilities and community facilities;

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO ENCOURAGE THE CONTINUED UPGRADING OF UTILITIES AND SERVICES TO PROVIDE AN OPTIMUM LEVEL OF SERVICE THROUGH THE COORDINATION OF AND COOPERATION BETWEEN COMMUNITY SERVICES, PUBLIC UTILITY COMPANIES AND COUNTY AGENCIES.

H. AGRICULTURAL GOAL

Support light agricultural uses.

Because agriculture is an important element in the economic base of Fallbrook and will continue to be in the future;

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO SUPPORT AGRICULTURE AND AGRICULTURALLY ORIENTED SERVICES THAT PROMOTE FALLBROOK'S UNIQUE AGRICULTURAL SPECIALTIES.

Policies

1. The development of agricultural estates combining residential with light agricultural uses should be encouraged.
2. Intensive commercial livestock operations and heavier types of agricultural processing which might be detrimental to the residential population should be discouraged.

I. PARKS AND RECREATIONAL GOAL

Encourage provision of recreational facilities.

Because recreation is recognized as vital to personal development;

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO ENCOURAGE THE PROVISION OF A WELL-BALANCED SYSTEM OF RECREATIONAL FACILITIES (PUBLIC AND PRIVATE) TO SERVE THE ENTIRE AREA AND MEET THE NEEDS OF ALL AGES THROUGH BOTH ACTIVE AND PASSIVE RECREATIONAL OPPORTUNITIES.

Policies

1. Support the continued improvement and development of regional and community parks such as Guajome Regional Park, Santa Margarita Recreation Area and Live Oak County Park.
2. Encourage acquisition of centrally located park sites.

3. Support the continued improvement of local parks and encourage the provision of overnight camping facilities within at least one local park.
4. The voluntary dedication and development of equestrian and hiking trails throughout the community should be encouraged.
5. Whenever possible local parks should be located adjacent to or near schools, and agreements for joint use of facilities should be encouraged to facilitate interaction between various age groups.
6. No public recreational off-road vehicle use area should be designated for the Fallbrook Planning Area due to fire hazard and environmental sensitivity.
7. Special encouragement and support should be given to supervised youth groups such as the Scouts, Boy's Club, Teen Club, Campfire Girls and others that contribute towards the total personal development of Fallbrook's youths.
8. Encouragement should be given to private development of local golf courses, archery ranges, riding stables and other recreational facilities throughout the community.
9. Support should be given to the improvement of the Airpark for both expanded recreational and general aviation use.

J. COMMUNITY BEAUTIFICATION AND DESIGN GOAL

Enhance Fallbrook's Unique Village Character

Because on-going community beautification and sensitive design will enhance the total living environment through physical and aesthetic improvement of the community image and quality of life;

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO ENCOURAGE SENSITIVE DESIGN FOR ALL NEW DEVELOPMENT WITHIN FALLBROOK, AS WELL AS ENCOURAGE THE UPGRADING AND BEAUTIFICATION OF EXISTING DEVELOPMENT.

Policies

1. Mature trees and significant land forms should be preserved in all public and private development projects.
2. Adequate off-street parking should be provided for all types of vehicles in all new developments.
3. Each landowner should be encouraged to maintain their property, including prompt removal of trash and abandoned vehicles.
4. On and off-site signs should compliment the aesthetic value and village character of the community.
5. Promote renovation of buildings in the commercial area that are substandard or in poor repair.
6. A "village style" architectural design theme should be encouraged throughout the community.
7. Protection of historic structures and new development that is compatible with the old buildings should be encouraged.
8. Necessary grading impacts should be minimized through wise grading practices, and landscaped areas which are disturbed by grading should be revegetated. Drainage and runoff should be controlled so as not to exceed the rate associated with the property prior to grading.
9. Development which impacts the ridgeline silhouettes should be discouraged.
10. Development of steep slopes should be limited to agriculture and very low residential densities and clustering promoted in flatter areas.

CIRCULATION ELEMENT

GOALS AND POLICIES

The overall objective of the Circulation Element of the Fallbrook Community Plan is to guide and encourage the development of a logical and balanced transportation network which will allow safe and efficient travel throughout this rural community. To achieve this end, the transportation network should:

Be designed to follow existing road alignments where possible;

Adequately accommodate automobile, public transit, and non-motorized modes of travel; and

Encourage the preservation of the rural and agricultural character of the community.

Commercial Area

GOAL 1: Consideration should be given to the promotion of ideas that would reduce congestion and accommodate commercial areas.

Policy 1.1 - The County shall study and identify alternative funding methods to revise the on-street parking along Main Street.

Policy 1.2 - The central business area shall be signed to indicate a bicycle route which will avoid an auto-bicycle conflict.

GOAL 2: It is the desire of the community that all new off-street parking and loading facilities be designed in such a manner that the completed development presents an aesthetically pleasing appearance and provides for both adequate circulation and maintenance of these facilities including the maintenance of any landscape vegetation.

Policy 2.1 - The minimum requirements for both on-and off-street parking shall conform with the requirements of the appropriate County policy and/or ordinance.

Policy 2.2 - The requirements for loading space, screening, and landscaping of parking areas shall be described in the County standards or other appropriate ordinance, as a minimum.

GOAL 3: Large new commercial development projects are encouraged to develop an off-street bus turn-out, or other suitable facility, in consort with the appropriate public carrier and the County Department of Public Works.

Policy 8.4 - Motorized vehicles, particularly motorcycles, shall be prohibited from all riding, hiking, and pedestrian trails and walkways and such trails and/or walkways shall be signed accordingly to indicate that motor driven vehicles are prohibited.

Access Roads

GOAL 9: It is the intent of this plan to limit community disruption and to reduce both noise pollution and traffic congestion by encouraging the development of a perimeter road system

Policy 9.1 - Arterial roads should be designed to avoid residential neighborhoods and be routed around rather than through residential areas.

Policy 9.2 - The construction of new, or the upgrading of existing roads, as shown on the circulation element, shall not be accomplished until their need has been demonstrated to, and evaluated by, the Fallbrook Citizens Planning Group. This requirement shall be met by the annual review of the Department of Public Works's Six-Year Work Program.

Policy 9.3 - Roads shall be aligned to follow natural contours with minimum grading and minimum disturbance to the natural amenities of the community. As an example: roads through environmentally sensitive areas and areas of natural scenic beauty shall be avoided.

Policy 9.4 - "Truck Routes" shall normally be confined to Prime, Major, and Collector roads and shall have signs posted accordingly. Through truck traffic shall be discouraged on local roads.

Residential Areas

GOAL 4: Local and residential roads should be designed and constructed so as to reflect the rural and agricultural character of the community.

Policy 4.1 - Local roads shall be designed with maximum emphasis on scenic beauty by following natural contours and avoiding extensive grading to the greatest possible extent.

GOAL 5: It is the desire of the community to maintain the presently existing rural agricultural appearance. Therefore, new residential developments are encouraged to provide adequate off-street parking areas for both residents and visitors.

Policy 5.1 - The minimum residential off-street parking requirements shall be as described in the applicable County Ordinance or Policy. Additional off-street parking in areas of existing or potential congestion are encouraged.

GOAL 6: New residential subdivision developments are encouraged to consider the appropriateness of incorporating a bus turn-out into the development's overall circulation network and to discuss this matter with both the appropriate public carrier and the Department of Public Works.

GOAL 7: It is the intent of this plan to encourage the maintenance of the existing rural and agricultural character of the community. To achieve this goal, concrete curbs, gutters, and sidewalks shall be discouraged in the rural and agricultural portions of the planning area.

Policy 7.1 - Residential subdivisions creating lots of one-half acre or greater shall incorporate asphaltic berms, as necessary, in lieu of concrete curbs and gutters unless concrete curbs and gutters are required because of the grade of the road.

Recreation Areas

GOAL 8: Riding, hiking, and non-motor driven vehicle trails should not conflict with the rural and agricultural character of the community.

Policy 8.1 - Public trails shall not cross private agricultural lands, particularly avocado orchards.

Policy 8.2 - Public non-motorized trail systems shall be encouraged within new residential subdivisions. If possible, these trails should provide access to public transit facilities, schools, and shopping areas.

Policy 8.3 - A system of pedestrian trails and/or walkways should be designed in conjunction with all new construction in and around schools.

FALLBROOK COMMUNITY PLAN - LAND USE ELEMENT

PEPPERTREE PARK SPECIFIC PLANNING AREA

DESCRIPTION OF AREA

The Peppertree Park Specific Planning Area includes 162.9 acres in the south central portion of the Country Town portion of the Fallbrook Community Planning Area. The site is east of the intersection of South Mission Road and Pepper Tree Lane and formerly supported agricultural uses.

PROJECT DESCRIPTION

Peppertree Park is intended to be a balanced community, offering residents a place to live, work, and play. This specific planning area offers single family residences in a variety of parcel sizes. Open space areas and a ridgeline park are planned for the active and passive recreational enjoyment of the residents. Office professional acreage is included to provide workspace. Pepper Tree Lane is proposed to be built to Light Collector standards through the northern portion of the site.

CONDITIONS

The Specific Plan shall be developed under the following conditions.

A. General

1. Maximum overall average residential density will be 1.65 dwelling units per acre.
2. Design will use landscaping, thoughtful location and massing of structures and minimize grading to ensure compatibility with surrounding development and will meet all community design guidelines in effect in the Fallbrook Community Planning Area at the time of implementation.

B. Residential

1. Single family detached dwelling units shall comprise 100% of the total dwelling units.
2. A range of parcel sizes and mix of residential densities shall be provided with a minimum parcel size being 10,000 square feet.

3. All development shall be sited and designed to respond to the natural topography by minimizing exposed cut and fill slopes. Daylight grading, contour grading, and hillside adaptive foundations shall be used to minimize the visual impacts of grading.

C. Office Professional

1. Office professional activities shall be located on the 15.03 acre portion of the site, west of the proposed Ostrich Farms Creek open space area. That portion north of the proposed Peppertree Lane extension shall not exceed 4.39 acres of office/professional uses. That portion south of the proposed Peppertree Lane extension shall not exceed 10.64 acres of office/professional uses. Landscaped open space buffers shall be located along the western and southern boundaries of the southern office/professional area. The open space buffers shall be a minimum of 100 feet in width.
2. Specifically excluded from office/professional areas are all Neighborhood and General Commercial uses. All Office Professional Commercial uses are subject to a "D" Designator and shall be consistent with Community Design Guidelines when in place.

D. Open Space and Recreation

1. Conservation of the significant natural land forms, such as wetlands, ridge lines, park lands, areas of steep slope and floodways, shall be maintained through open space easement dedications, recreation uses, or by any other appropriate means.
2. Dedicate three open space easements (flowage, biological and landscaped open space buffers) to the County of San Diego in perpetuity. The Ostrich Farms Creek wetland area and associated buffer areas, 100-foot wide landscaped open space buffer areas located on the western and southern boundaries of the office/professional area south of Peppertree Lane and west of the Ostrich Farms Creek wetland, and a floodway easement within the existing drainage area at the eastern border of the site, shall be the general location of the open space easements.
3. Residential uses shall not be permitted in open space areas and park lands.
4. Recreational land uses in the open space areas shall be for the benefit only of the residents of the development and shall minimize grading and environmental impacts.

I-15 CORRIDOR SUBREGIONAL PLAN

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APPENDIX

A. Scenic Preservation Guidelines

B. Interstate 15/Highway 76/Interchange Master Specific Plan

INTRODUCTION

The I-15 Corridor Plan consists of this Text and the Land Use Plan Map. The plan is intended to promote orderly development, protect environmental and manmade resources, and implement the County's objectives for growth management and the structure of government for the subregion.

The I-15 Corridor extends approximately 20 miles from the Escondido City limits to the Riverside County Line. It contains the 1/2 acre to 2 mile "viewshed" area on either side of the freeway, which is what generally can be seen while driving along the corridor. It encompasses some 12,600 acres and passes through five different plan areas: North County Metropolitan, Bonsall, Valley Center, Fallbrook, and Rainbow. This I-15 Corridor Plan does not replace the aforementioned plans for areas located within the Corridor, but is instead implemented through amendments to these area plans, as appropriate.

The Land Use Plan Map provides a basis for the specific zoning regulations of unincorporated land within the subregion. The text provides planning goals and related policies for implementing the Plan through a variety of regulatory measures.

The vicinity map on the following page shows the general area of the I-15 Corridor.

RIVERSIDE COUNTY

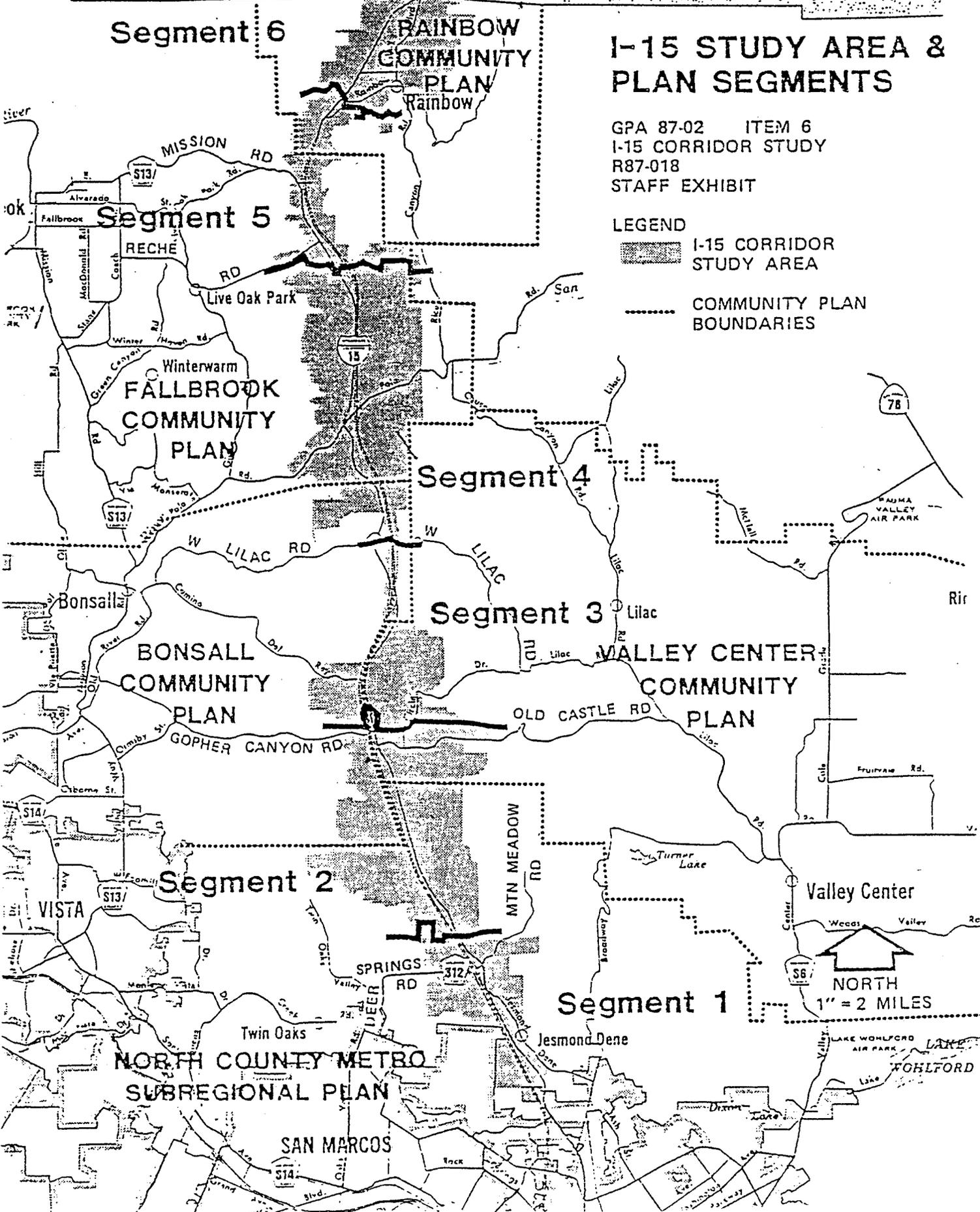
I-15 STUDY AREA & PLAN SEGMENTS

GPA 87-02 ITEM 6
I-15 CORRIDOR STUDY
R87-018
STAFF EXHIBIT

LEGEND

 I-15 CORRIDOR STUDY AREA

 COMMUNITY PLAN BOUNDARIES



GOALS AND POLICIES

A. SCENIC PRESERVATION

GOAL: PRESERVE, TO THE EXTENT POSSIBLE, THE SCENIC ATTRIBUTES OF THE I-15 CORRIDOR.

POLICIES:

1. Establish Scenic Preservation Guidelines for all development activity within the I-15 Corridor (Staff, Board of Supervisors - Appendix A).
2. Apply a "B" Special Area Designator to the zones of all properties within the Corridor, which will require the preparation of a site plan for any development permit, in accordance with the Scenic Preservation Guidelines (Board of Supervisors).
3. Establish a Design Review Board with representatives from the affected communities and with appropriate professional expertise, to review all required site plans in accordance with the Scenic Preservation Guidelines, to coordinate with the respective community planning groups, and to advise County staff (Planning Group, Board of Supervisors).
4. Prepare more detailed design guidelines for specific plan areas and other areas warranting such treatment along the I-15 Corridor (Design Review Board)
5. Review periodically the Scenic Preservation Guidelines and the organization and function of the Design Review Board and modify as needed (Design Review Board, Planning Group, Staff, Board of Supervisors).

B. LAND USE

GOAL: PROVIDE A LAND USE PATTERN SENSITIVE TO THE OPPORTUNITIES AND CONSTRAINTS OF THE I-15 CORRIDOR.

POLICIES:

1. Adopt the regional categories and plan designations contained in the County General Plan to implement this Corridor Plan (Board of Supervisors).
2. Plan the Corridor from a regional perspective, but concurrently solicit and incorporate, to the extent possible, recommendations from the affected planning groups (Staff, Planning Groups, Board of Supervisors).
3. Concentrate development where it can be best accommodated, e.g., the more level portions of the plan area, thereby diffusing development pressures from the majority of the Corridor (Staff, Planning Group, Board of Supervisors).
4. Phase development according to available public services and facilities (Staff, Board of Supervisors).

5. Prepare an overall Master Specific Plan for the Highway 76 - I-15 Interchange area in accordance with the conditions contained in Appendix B (Property Owners).

C. PUBLIC SERVICES AND FACILITIES

GOAL: PROVIDE ADEQUATE AND EQUITABLY FINANCED PUBLIC SERVICES AND FACILITIES.

POLICIES:

1. Coordinate development proposals with agencies responsible for providing public services and facilities (Property Owners, Staff).
2. Require annexations and construction of facilities as stipulated by the provider agencies prior to any development (Staff, Board of Supervisors).
3. Phase and size public services and facilities in a manner conducive to the restrictive land use pattern recommended in this plan, e.g., adequate to serve the areas designated for more intensive development, but limited so as not to encourage or support development where it is not intended (Provider agencies).
4. Prepare public facilities plan for Highway 76 - I-15 Interchange Specific Plan Area, prior to any development in that area, to include needed services and facilities, provider agencies, current and proposed capacities, required annexations, and financing methods (Property Owners).

D. CIRCULATION

GOAL: PROVIDE A CIRCULATION NETWORK CAPABLE OF HANDLING CORRIDOR AND SUBREGIONAL TRAFFIC, INCLUDING PUBLIC AND NON-MOTORIZED MODES OF TRAVEL.

POLICIES:

1. Participate in location and financing studies leading to the construction of State Route 76 as a freeway (Property Owners, Staff).
2. Conduct additional traffic analysis before any development within the Highway 76/I-15 Interchange Specific Plan Area (Property Owners).
3. Amend Circulation Element and condition development applications as appropriate, following required traffic studies (Staff, Board of Supervisors).
4. Provide bicycle and pedestrian network (Property Owners, Planning Groups, Staff, Board of Supervisors).
5. Promote expansion of mass transit system (Staff, Board of Supervisors).
6. Develop incentive program for use of car pools and mass transit system, especially to employment centers, such as proposed as the Highway 76/I-15 Interchange Area (Developers, Staff).

7. Design local roads with emphasis on scenic beauty by following natural contours and avoiding inappropriate grading to the extent possible (Developers, Staff).

E. CONSERVATION

GOAL: PROTECT THE ENVIRONMENTAL RESOURCES ALONG THE I-15 CORRIDOR INCLUDING, BUT NOT LIMITED TO THOSE CONTAINED WITHIN "RESOURCE CONSERVATION AREAS."

POLICIES:

1. Keep the watercourse of the San Luis Rey River natural and place as much as possible of the floodplain in open space easements (Developers, Staff, Board of Supervisors).
2. Require river plan of all development proposals within or adjacent to the San Luis Rey River floodplain, addressing the preservation of natural resources and measures to protect against potential hazards (Staff, Board of Supervisors).
3. Identify all environmental resources threatened by development and prepare measures to mitigate or alternatives to avoid such adverse impacts (Developers, Planning Groups, Staff).

F. COORDINATION

GOAL: COORDINATE PLANNING AND DEVELOPMENT PROPOSALS WITH ADJACENT JURISDICTIONS, PLANNING GROUPS, AND PRIVATE INTERESTS.

POLICIES:

1. Consult with the appropriate planning group before submitting any development proposals (Developers).
2. Request recommendation from affected planning group before finalizing recommendation on any development proposal (Staff).
3. Request comments on development proposals from other affected planning groups along the I-15 Corridor (Developers, Staff).
4. Coordinate all planning and development proposals with CALTRANS, adjacent cities, and appropriate private interests, such as adjacent property owners (Developers, Staff, Board of Supervisors).

G. IMPLEMENTATION

GOAL: IMPLEMENT THE DEVELOPMENT AND CONSERVATION CONCEPTS CONTAINED IN THE I-15 CORRIDOR PLAN AS APPROPRIATE.

POLICIES:

1. Amend the maps and text of the North County Metropolitan Subregional Plan, and the Bonsall, Valley Center, Fallbrook, and Rainbow Community Plans to incorporate the plan concepts contained in the I-15 Corridor Plan, and any subsequent changes that may occur (Staff, Board of Supervisors).
2. Adopt the Scenic Preservation Guidelines (Appendix A) and add them as an amendment to the texts of the aforementioned subregional and community plans.

I-15;I-15/CERT

**SCENIC PRESERVATION GUIDELINES
I-15 CORRIDOR DESIGN REVIEW BOARD**

I-15 CORRIDOR SCENIC PRESERVATION GUIDELINES

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APPLICATION

The Scenic Preservation Guidelines contained in this manual apply to the unincorporated portion of the I-15 Corridor extending from the northern Escondido city limits to the Riverside County line (see vicinity map next page). Property affected is more specifically identified by a "B" Design Review Area Special Designator applied to their zones. The "B" designator requires the preparation of a site plan for any type of development permit, including building permits for single-family dwellings, in accordance with these guidelines and as further described in Section 5750 through 5799 of the County Zoning Ordinance. Such site plans are to be reviewed in part by a Design Review Board established especially for this purpose.

More detailed design criteria shall be developed for Specific Plan Areas and other areas along the I-15 Corridor where it is deemed appropriate. Such additional criteria are to be prepared by the Design Review Board, the affected planning groups, and Department of Planning and Land Use staff jointly.

EXEMPTIONS

These guidelines do not apply to alterations to the interior of structures which are not visible from the outside (Section 5756 of the County Zoning Ordinance) nor to minor alterations, reconstruction for the purpose of maintenance, and construction or expansion of accessory structures (Section 5757).

RIVERSIDE

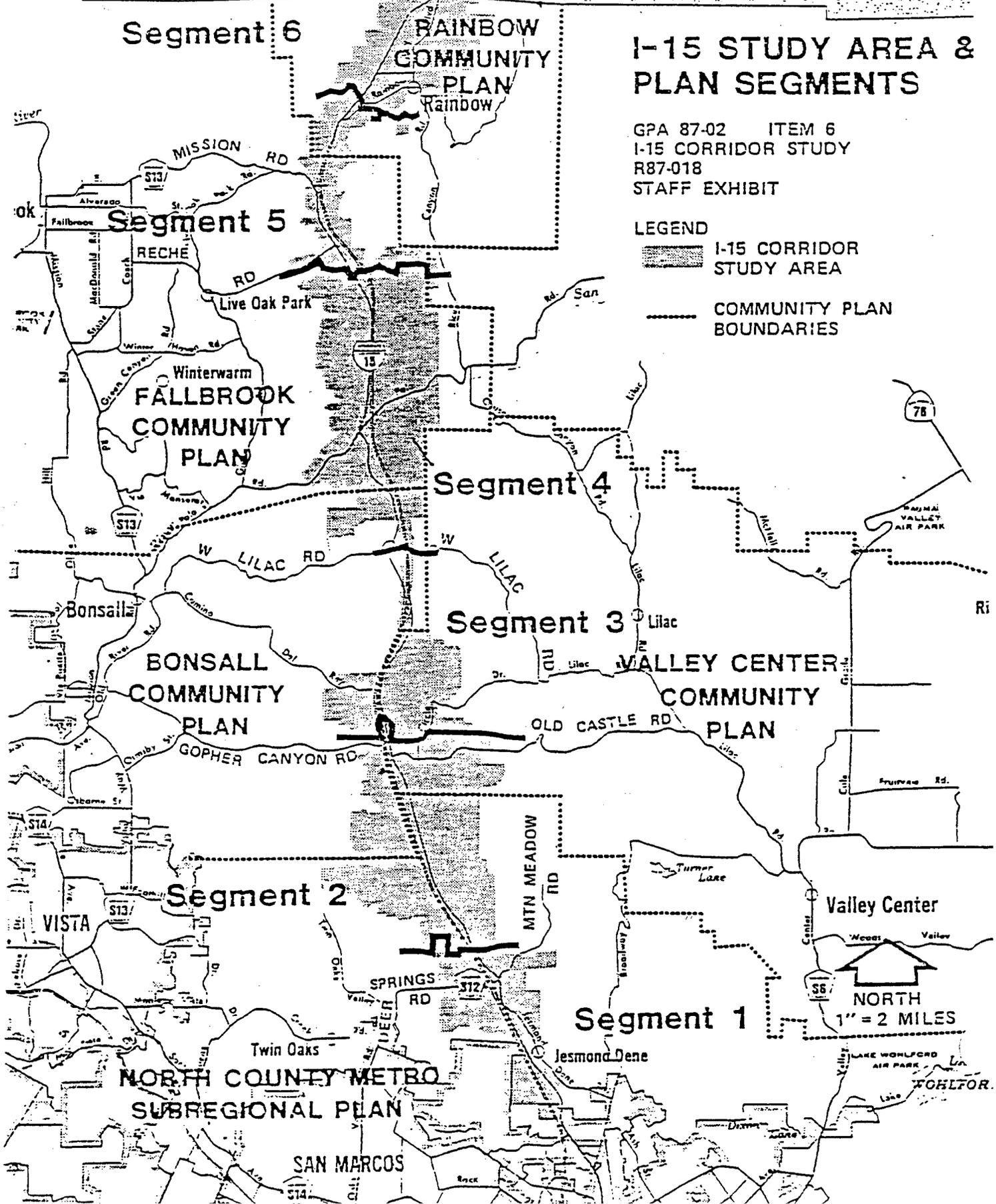
COUNTY

I-15 STUDY AREA & PLAN SEGMENTS

GPA 87-02 ITEM 6
I-15 CORRIDOR STUDY
R87-018
STAFF EXHIBIT

LEGEND

-  I-15 CORRIDOR STUDY AREA
-  COMMUNITY PLAN BOUNDARIES



Segment 6

RAINBOW
COMMUNITY
PLAN

Segment 5

FALLBROOK
COMMUNITY
PLAN

Segment 4

Segment 3

BONSALL
COMMUNITY
PLAN

VALLEY CENTER
COMMUNITY
PLAN

Segment 2

NORTH COUNTY METRO
SUBREGIONAL PLAN

Segment 1

Valley Center

NORTH
1" = 2 MILES

SAN MARCOS

OBJECTIVE:

The purpose of the following scenic and planning quality guidelines is to: (1) protect and enhance scenic resources within the I-15 Corridor planning area while accommodating coordinated development which harmonizes with the natural environment; (2) establish standards to regulate the visual quality and the environmental integrity of the entire corridor; and (3) encourage scenic preservation and development practices compatible with the goals and policies of the five community and sub-regional planning areas encompassed by the I-15 Corridor area, when appropriate.

STANDARDS:

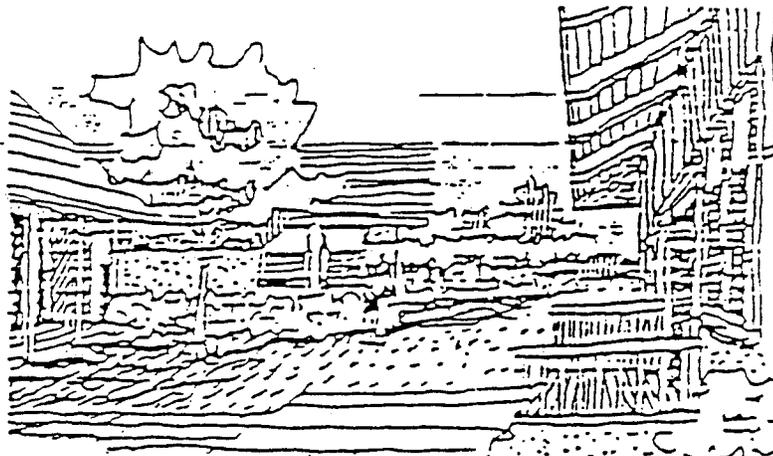
These standards address man-made and natural features which affect the scenic quality of the I-15 Corridor area.

I. SITE DESIGN

A. Site Planning Standards:

1. Individual projects shall reinforce the character of the sites, the attributes of adjacent projects and preserve the view-sheds, natural topographic features and natural watercourses.
2. Individual projects shall relate on-site open space and pedestrian areas with those of other projects, both visually and in terms of providing for continuous paths of travel.
3. Building setbacks shall be coordinated between adjacent lots so as to capitalize on usable site area between buildings.

ILLIISTRATION 1



Recognize the importance of spaces between buildings.

4. Building orientation shall take maximum advantage of existing views and create view corridors.
5. Ridgeline projects can be highly sensitive and are generally discouraged;
 - a. Ridgeline projects shall maintain a low profile appearance and the natural physical character of the ridgeline shall be substantially maintained;
 - b. Ridgeline projects shall be limited to one story;
 - c. Ridgelines that have been graded or disturbed shall be supplemented with a sufficient amount of trees, shrubs and ground cover to minimize visual impacts resulting from such disturbances.
6. A combination of earth berm and/or wall techniques shall be provided to buffer noise.

B. Parking and Circulation Design Standards:

1. Use of public right-of-way for service loading/unloading shall be avoided. Adequate on-site service and delivery areas, including provisions for circulation, shall be provided. Service areas shall be separated from building entrances and public access areas when possible. Storage and loading areas shall not be located in the front yard.
2. Project entries shall provide for safe and efficient circulation;
 - a. Project entries and the transition from major circulation routes into the project interior shall be accomplished through the use of landforms, open space, landscape plantings and architectural elements (i.e., walls, signs, etc.);
 - b. The number of driveway entrances into parking area from public streets shall be minimized. Use of common easements for parking and circulation systems integrated between properties shall be encouraged.
 - c. Safety lighting shall be provided at all street intersections and on project drives, entries, walkways and parking areas.
3. Parking areas or structures shall be designed as integral components of the overall design of specific projects. Parking areas shall be bermed or screened from street views where possible.

4. Development of bikeways shall be encouraged.
5. Separation of pedestrian and bikeway/automobile traffic throughout a project shall be provided where feasible.
6. Definition of pedestrian paths and crossing shall be developed through the use of differing paving material or painting/coloring techniques.
7. Complete access for emergency (police, fire and ambulance) services to structures shall be provided as required.

C. Site Lighting Standards:

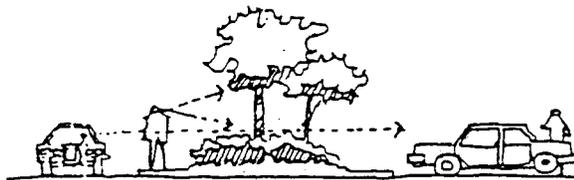
1. Site lighting shall minimize emission of light rays into both the night sky and neighborhood properties, especially as it pertains to Mt. Palomar Observatory;
 - a. Site lighting shall be limited to that necessary for security, safety and identification and shall be integrated with project landscape design.
 - b. Excessive building or site lighting for decorative purposes shall be discouraged.
2. Site lighting plans that conflict with the character of the community shall be discouraged.

D. Landscape Design Standards:

1. Visual screening for portions of development projects shall be provided to include satellite dishes, parking and service areas located in view-shed areas.
2. Project boundary landscaping shall complement adjacent landforms and plant materials.
3. Landscape plans shall utilize native and drought-tolerant plants where possible, per the plan list proved by County staff.
4. Trees and plantings adjacent to pedestrian paths and within parking areas shall be selected to enhance the human scale;
 - a. Trees shall be encouraged to soften the visual impact of vehicular circulation and parking areas and relieve them from heat build-up. Trees shall be placed away from entrances to buildings, parking lots and street intersections for visibility and safety where possible.

- b. Low scale plantings shall be located adjacent to driveway entrances and street corners where possible and shall not obscure driver visibility.
- c. Parking areas shall be visually screened with peripheral landscaping wherever feasible. Exposed vehicular use areas shall include a minimum of 10% of the paved areas in landscaping, dispersed throughout the parking area.

ILLUSTRATION 2



Use shrub planting, low walls, earth berms and tree planting to give eye level relief at parking areas.

5. Common open spaces and recreational areas shall be linked by pedestrian pathways to individual lots.
6. A "greenbelt" shall be provided in view-shed areas for accommodation of bikeways and/or footpaths.
7. Landscape materials that aid in preventing the rapid spread of brush fires shall be provided.
8. Earth berms shall be rounded and natural in character where possible, designed to obscure undesirable views.
9. Major strands of native trees shall be preserved.

E. Public Utilities and Safety Standards:

1. New development projects shall be phased with the provision of adequate fire protection services.
2. Fire prevention and suppression in the design of all new projects shall be encouraged.
3. Utilities shall be placed underground (electrical, telephone, cable, etc.), where practical.

4. The alignment of utility infrastructure shall be correlated with the topography, to minimize disruption of natural features within the view-shed areas.
5. Transformers and related utility components shall be placed in vaults or be screened with retaining wall and/or plantings and located to avoid conflict with pedestrian paths.

F. Development Standards for Steep Topography and Natural Features:

1. Extensive grading of slope areas within view-sheds shall be minimized;
 - a. Re-vegetation and erosion control shall be provided in all newly graded areas.
 - b. Grading during the wet seasons (November to March) shall be discouraged.
2. Hillside development shall be integrated with existing topography and landforms. Areas of steep topography, tree stands, hillside agricultural activity and rock outcroppings shall be respected and preserved.
3. Variety in the development of hillsides shall be encouraged through the use of appropriate site preparation techniques, grading techniques and in the configuration, size and placement of lots.
4. The arrangement of building sites to optimize and retain significant view-sheds shall be encouraged.
5. The protection and preservation of the public use of on-site vista points shall be encouraged.
6. The visual quality shall be maximized and the erosion potential shall be minimized by planting native and naturalized plants, especially in disturbed areas adjacent to upgraded hillsides and watercourses.
7. Natural watercourses shall be protected and existing watershed and groundwater resources shall be conserved.
8. "Any grading above 25% slope will blend with the surrounding area and be landscaped appropriately to look natural."

II. ARCHITECTURAL DESIGN

- A. Building forms, materials and colors shall complement adjacent topography, landscape and buildings in the area.
1. Architectural harmony with the surrounding community shall be achieved, through the use of natural appearing materials and complementary styles.
 2. Colors for primary building forms shall be coordinated with landscaping materials. Earth tones and muted pastels are preferred for large areas, with primary colors limited to accent points and trim.
 3. Building materials used shall convey a sense of permanence and quality.
 4. Where a site is visible from higher elevations, roof forms shall be considered integral design elements, with consideration given to colors and pattern of roofing materials .
 5. The use of mirrored glass, which can cause the sun to glare into drivers' eyes and, therefore, a potential safety hazard, shall be prohibited on buildings visible from I-15.
- B. Building forms shall be of appropriate scale, provide visual interest, avoid block-like configurations and, where feasible, be integrated into the existing topography.
1. The use of detail treatments in roof forms, windows and entries shall be encouraged.
 2. Roof-mounted satellite dishes, solar systems, ventilation ducts and other mechanical equipment shall be integrated into the architectural design, and be screened where visible from adjacent properties or high elevations.
 3. Building forms shall be scaled to step up and down from primary circulation routes and from each other; parallel and continuous building facades and paved surfaces shall be avoided where possible.
- C. Signage shall not adversely impact the environmental and visual quality of the area.
1. All signs shall be limited to the minimum size and height necessary to adequately identify a business location.

2. All signs shall be kept as low to the ground as possible.
3. Signs shall be used for identification, not advertisement.
4. Signage design shall be carefully integrated with the site and building design concepts to create a unified appearance for the total development.
 - a. Signs shall be part of a comprehensive graphic program for each project.
5. Signs shall be predominately natural materials, non-moving, externally illuminated.
6. Off-premise signs shall be prohibited except for temporary real estate directional, community identification and directional signs, as specified in Section 6207 of the County Zoning Ordinance.

IMPLEMENTATION

A Design Review Board shall be established by the Board of Supervisors, pursuant to Ordinance 7134 (New Series) of the County Administrative Code, to review required site plans for conformance to these scenic preservation guidelines, and to advise County staff accordingly. This Board shall have representation for each of the affected plan areas, preferably with expertise in design, architecture, landscape architecture and land use planning. Each Design Review Board member shall report to the respective planning group any site plan deemed of sufficient interest or importance to warrant planning group consideration. "The Design Review Board members shall report to the respective planning group any site plans other than single family dwellings."

PERIODIC REVIEW

These scenic preservation guidelines and review procedures shall be subject to periodic evaluations. Any proposed changes shall be reviewed by the Design Review Board, the affected planning groups, and County staff before being presented to the Planning Commission and the Board of Supervisors.

INTERSTATE 15/HIGHWAY 76/INTERCHANGE MASTER SPECIFIC PLAN

GENERAL DESCRIPTION

The Interstate 15/Highway 76 Master Specific Plan Area (MSPA) contains approximately 1,178 acres of land located within the four quadrants of the I-15/SR 76 interchange area. Because of its location at the intersection of an Interstate Highway and a major State Highway, it is anticipated that this area will become a logical node of future development. The principal land use components of the proposed plan include the adopted Campus Park/Hewlett Packard industrial/research park specific plan, a possible modification of the "Pappas" ownership in that Specific Plan to convert approximately 100 acres of mobilehome park to an industrial/research park use (with a similar type of development as proposed on the Hewlett-Packard Park ownership) or to retain it for residential uses. Also proposed are residential areas to meet some of the anticipated housing needs of the community and the industrial park, supporting neighborhood commercial areas, parks, trails and open space. The overall residential density of the proposed plan would be .81 dwelling unit per acre, based on the total acreage within the Master Specific Plan Area, with a maximum of 956 dwelling units. Considering only the areas designated for residential uses (and deleting the 270 lots on 98 acres from TM4249-1; see below), the resulting density would be 1.73 dwelling units per acre. No "clustering" of residential uses would be allowed beyond that already authorized in approved maps, permits, or Specific Plans. Additional housing to support anticipated industrial and commercial employment needs would come from the surrounding Fallbrook community and Rancho California to the north in Riverside County. A minimum parcel size of 15,000 square feet would be permitted, on land with less than 15% slope only.

Preliminary analysis of the MSPA indicates that the area does not presently have the necessary service, utility and road infrastructure to support the entire proposed plan; therefore, a final land use plan should not be adopted until further studies are carried out to identify the detailed needs of the plan area and appropriate methods to support those needs. These studies should consider the local as well as regional consequences of the proposed uses. The studies may indicate a need to modify the target land uses. These studies will be carried out by County staff and/or consultants but funded by the land owners within the Master Specific Plan Area. Provisional zoning with a 20 acre minimum lot size will be applied as a holding zone until final zoning and the Master Specific Plan (with component Specific Plans) are adopted by the Board of Supervisors.

The Master Specific Plan process is suggested because: a) it appears to be a logical vehicle for an integrated planning approach where all the necessary facilities and services are not currently available; and b) the Specific Plan process is defined in State law and is often used for planning of large blocks of land where control beyond the General Plan level is appropriate.

IMPLEMENTATION

Additional studies need to be conducted for the properties within the Master Specific Plan Area before the recommended land use designations are finalized by the Board of Supervisors. These studies include the following (detailed further on pages 3-5): 1) traffic analysis; 2) facilities financing plan; 3) market analysis; 4) San Luis Rey River Plan; 5) detailed dark sky policy implementation procedures; 6) more detailed design guidelines developed in conformance with the I-15 Corridor Scenic Preservation Guidelines; and 7) a park and open space/trails plan. These studies will analyze the proposed plan and determine the necessary infrastructure to support the suggested planned development. In addition, the studies will determine how and when the needed services, utilities and roads can be built, and establish a financing and phasing plan to construct these improvements as needed. The studies may indicate that some of the land uses suggested here have unacceptable impacts on the infrastructure and environment and may recommend that this proposed plan be modified. These modifications would be considered by the Planning Commission and Board of Supervisors in adopting the final Master Specific Plan and its component Specific Plans.

INTERIM ZONING

The Master Specific Plan Area is recommended to be zoned as a Holding Area Use Regulation (S90) until the necessary supporting technical studies are carried out and the Master Specific Plan Area and its implementing zones are adopted by the Board of Supervisors after later public hearings. "The County Zoning Ordinance, Section 2900, states that "...this zone [S90] is intended to prevent isolated or premature land uses from occurring on lands for which adequate public services and utilities are unavailable or for which the determination of the appropriate zoning regulations is precluded by contemplated or adopted planning proposals or by a lack of economic, demographic, geographic, or other data. It is intended that the Holding Area Use Regulations will be replaced by other use regulations when the aforementioned conditions no longer exist. The uses permitted are those which are community services, interim uses, or uses which, with appropriate development designators, will not prematurely commit the land to a particular use or intensity of development."

Until the Master Specific Plan is adopted by the Board of Supervisors, and the land contained therein appropriately zoned to implement the Master Specific Plan land uses, only the land uses allowed in the S90 Use Regulation as defined in Sections 2900-2908 in the Zoning Ordinance shall be allowed, with a minimum lot size of 20 acres.

The entire Master Specific Plan area shall have a Special Study Area Regional Category.

Development shall also be in accordance with all County goals, objectives and policies, including the County General Plan and Board of Supervisor's Policy I-59 (Large Scale Project Review). Except for the pipeline provisions contained in the County General Plan, County Zoning Ordinance (Section 1019), and the Subdivision Ordinance (Section 81.102.13.1), all properties within the proposed Master Specific Plan Area must comply with the conditions contained herein, unless those uses or rights are already vested.

It is anticipated that the detailed studies required to produce the Master Specific Plan will further define the appropriate land uses within the project area, describe and schedule the infrastructure elements and specify the detailed measures needed to support and/or mitigate the potential adverse effects of these uses. Any further implementation beyond the S90 Holding Zone towards the target land uses and suggested residential densities will depend on the completion of the Master Specific Plan. Until its adoption and subsequent rezoning by the Board of Supervisors, no change in land use beyond the 20 acre minimum lot size will be allowed.

NECESSARY SUPPORTING STUDIES

A. River Plan

The Master Specific Plan Area is bisected by the San Luis Rey River which contains valuable riparian vegetation and sand resources, but which also poses potential flood threats to man-made improvements within the river. A Comprehensive River Plan shall be prepared which defines the boundaries of the river and the floodplain. It shall address the preservation of natural resources and identifies measures to protect the river's resources and existing or needed improvements against potential hazards. This planning study shall be integrated to the fullest extent feasible with the Least Bell's Vireo Comprehensive Species Management Plan and Habitat Conservation Plan for the San Luis Rey River, currently being developed by the San Diego Association of Governments (SANDAG). To the extent possible, the floodplain shall be preserved as permanent open space and the water course shall be kept natural except for ongoing legally permitted uses. No alteration to the flood way or floodplain should be allowed if it is found to have adverse downstream impacts.

B. Traffic Study

A model-based detailed subarea traffic analysis must be completed and approved for the entire Master Specific Plan Area, concentrating on the type and timing for improvements in the State Route 76 and the Interstate 15 Interchange area. This study shall determine the ultimate traffic impact on the affected road network and the needed amendments to the Circulation Element. Such amendments shall be completed and development plans conditioned accordingly as part of the Master Specific Plan implementation.

C. Facilities Financing Plan

A facilities financing plan acceptable to the Department of Planning and Land Use shall be required as part of the preparation of the Master Specific Plan. The plan shall investigate the needed public services and facilities, current and proposed capacities, required annexations, financing methods proposed and appropriate phasing of these improvements. Development agreements, if necessary or appropriate, shall be an integral part of this facilities plan.

D. Phasing Plan

A phasing plan shall be prepared timing all proposed developments to the stipulations of the facilities financing plan.

E. Market Analysis

As part of the Master Specific Plan, a market analysis shall be required for each of the development plans, showing the type, size, period and rate of development that can be expected to occur as justification for each project. This analysis shall evaluate the fiscal impact of each proposed project and the combined Master Specific Plan on the County government and the service agencies.

F. Dark Sky Policy

Due to this area's proximity to the Palomar Observatory, the proposed Master Specific Plan shall develop implementation guidelines in conformance with the Astronomical Dark Sky Policy as contained in the Conservation Element of the County General Plan. The implementing Specific Plans shall be conditioned to require restrictions on lighting design and placement, operating hours for exterior lights, mitigation through landscaping and other measures deemed appropriate at the time the Specific Plans are reviewed.

G. Design Guidelines

All development proposals within the Master Specific Plan Area shall conform to the I-15 Corridor Scenic Preservation Guidelines. In addition, more detailed design guidelines shall be prepared for this Master Specific Plan Area by the Design Review Board established for the I-15 Corridor Area. This design study should specifically address the appropriate lot sizes, design standards, and potential mitigation measures to areas within the Master Specific Plan Area.

H. Park/Open Space

A Park/Open Space and Trails Study will be requested in conjunction with the other required studies to establish an integrated park, open space, and trails plan for the Master Specific Plan Area. The San Luis Rey River should serve as a primary focus for this plan.

PROPOSED LAND USES

Recommended County General Plan Regional Category

1. Special Study Area (SSA): This category is being applied on an interim basis because development should be restricted pending completion of the detailed studies being required for the Master Specific Plan area.

Recommended Master Specific Plan Land Uses (Permitted only after necessary studies, environmental review and confirmation by adoption of a Master Specific Plan by the Board of Supervisors. It is anticipated that each ownership would be implemented by individual Specific Plans):

1. Hewlett-Packard "Campus Park": (Areas B and C of Specific Plan 83-01) consists of 327 acres, of which 83 acres are designated industrial research park and associated parking and 10.5 acres for neighborhood commercial. Areas B and C of this adopted Specific Plan are not proposed for any change except that the plan should only be implemented after the required future studies are carried out.
2. Pappas/Campus Park, 100 acres (Areas A and D of Specific Plan 83-01), is recommended to be studied for two separate uses including the present Mobile Home Park and Variable Residential use designations on the approved Specific Plan and industrial, with specific uses and intensity to be determined through the Master Specific Plan. This location currently has a high ambient noise level, which is expected to increase with increased traffic and development of the Hewlett-Packard site, and other areas along the I-15 Corridor.

If the proposed use is approved after the required studies, the Master Specific Plan would require the amendment of the existing Hewlett-Packard Campus Park Specific Plan.

3. Robert Pankey property, 92 acres, designated (21) SPA (2.75), potentially allowing as many as 253 dwelling units pending review under the required studies.
4. Edgar Pankey property, 90 acres designated (21) SPA (2.75), potentially allowing as many as 157 dwelling units (assuming approximately 33 acres are in the floodplain and will not be developed).

5. Lake Rancho Viejo (Specific Plan 81-02), 469 acres currently designated for 816 mobilehome/manufactured units, open space and agriculture. Within Lake Rancho Viejo, Phase I of TM 4249 (P81-023) has been approved as a final map for 270 dwelling units on 98.8 acres, and is considered vested. The Master Specific Plan should consider no change in the total number of dwelling units for the remainder of Lake Rancho Viejo (370 acres). In addition, in order to conserve the valuable riparian-associated resources west of Interstate 15 on the Lake Rancho Viejo property, it is recommended that the floodplain and immediate uplands be reserved as permanent open space. The resultant project, excluding the 98.8 acre vested Phase I of Tentative Map 4249 for 270 dwelling units, would allow 546 dwelling units on the remaining 370 acres, with a gross residential density of 1.48 dwelling units per acre. For this ownership, a provisional zone is being applied which would allow the approved map to guide the development. If any substantial changes are proposed, or changes which require a new map or permits, the Master Specific Plan controls will apply. If this occurs, traffic and other impacts of a project which may be proposed within an amendment to the Specific Plan or a rezone should be examined in the facilities study and any necessary future CEQA review.
6. Jenkins property, 57 acres, is proposed for (21) SPA (RV), with the ultimate land use proposed as a recreational vehicle park. The Master Specific Plan shall particularly address the potential realignment of SR 76. The proposed RV park, if permitted, shall be located completely outside the unaltered flood way. In addition, any development of this property shall be contingent upon adequate mitigation of any hazard associated with the San Diego Aqueduct blow-off valve located on site, as well as conform to the proposed river plan and other studies required as part of the Master Specific Plan.
7. North American Resorts property, 37 acres, proposed as (24) Impact Sensitive (allowing one dwelling unit for 4, 8 and 20 acres). No density assumption has been made because this property is located entirely within the floodplain. The development of this property is dependent on the River Plan element of the proposed Master Specific Plan.
8. Jones property, 34 acres, proposed as (21) SPA (0). Pending the completion of the Master Specific Plan, it is recommended that this property be developed as follows:

Approximately 3 to 4 acres of the most level area (portion of Parcels 1 and 2) would be developed as General Commercial (freeway-oriented).

The balance of the property (Parcels 3 and 4, portion of Parcels 1 and 2) would be designated Open Space in order to provide permanent buffers to surrounding existing uses.